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ABSTRACT

The professional preparation received by school administrators in developed countries is not necessarily appropriate for administrators in developing areas. There is little disagreement over the need for specialized training for these administrators, but decisions remain to be made concerning the types of training to be selected and the delivery systems to be used. Three administrative skill areas can be identified: technical and operational maintenance skills (those used in developed areas may be transferable to developing areas, with caution); human relations skills (largely untransferable); and conceptual/analytical skills (not yet adequately defined or identified). Training should take place at both the preparatory and ongoing development levels. Inservice and related programs seem best for technical skill training, graduate coursework best for conceptual skill training, and a cooperative approach by universities and local operating agencies best to develop human relations skill training programs. Significant research must be done to determine the needs and current practices of administrators in developing areas, and to establish appropriate theoretical frameworks. (PGD)

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CRITICAL DECISIONS IN THE PROFESSIONAL PREPARATION AND DEVELOPMENT OF SCHOOL ADMINISTRATORS IN DEVELOPING AREAS

A discussion paper prepared for the CASEA section of CSSE

Vancouver, B. C.

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INTRODUCTION

There has been an upsurge in recent years in the concern for educational administration in developing areas. The 1982 I.I.P. (International Intervisitation Program) in Nigeria, as well as regional workshops like the Commonwealth Secretariat sponsored sessions that have been held in Ghana, Fiji and Barbados are evidence of this upsurge.

Previous development decades, represented by concerns for educational infrastructural development have been replaced by a development philosophy represented by an increased concern for human resource development. It is appropriate, therefore, to direct professional development activities toward the training of personnel such as school administrators in developing educational systems. Concomitant with the growing awareness of these human resources, developmental needs should, however, be an equally heightened awareness of the need for reflection on the issues of educational administration in developing areas and how these issues affect the professional preparation and the professional development of school administrators in developing areas. That is, given an apparent deficit need for better trained educational administrators in developing areas, what are the appropriate models to guide the planning and activities of such training?

Sorting out the issues in the area of professional development and preparation of school administration is, of course, not a dilemma restricted to developing areas. Educators everywhere have been wrestling for considerable time with the issues of requisite skills for effective school administration and how these skills should be attained. These issues are complex in developed areas, but the situation in developing areas adds to this complexity. Educators in the third world must grapple, not only with the same issues of requisite skills and sources of skills, but with the fact that most of the professional preparation and development of their school administrators either

takes place outside their national boundaries, or is based upon imported training models.

Conscious of the needs and problems of the developing work through the literature as well as from personal involvement in educational administration in developing areas, the present authors have felt impelled to explore from new directions the issues of educational administration in the developing areas. The present uncertainty over the value of theory, the debate over rationalistic versus naturalistic approaches in theory and research, the current attempts to push educational administration as an applied field rather than an academic discipline all bear testimony to the gravity of our undertaking. If the simple device of transferring the wisdom and practices of the developed world to the developing world has not been recommended it is because the accummulated experience of research in various fields shows this to be an unfruitful course. The solutions must be derived from the experiences of both the developed and the developing world.

Therefore, the major purposes of this paper are to (1) identify the critical decisions facing planners of professional preparation and development programs in developing areas and (2) to suggest how an examination of a) the experiences of the developed world and b) special factors related to the study of educational administration in developing areas might assist in addressing these critical decisions. For illustrative purposes, the discussion will centre primarily around issues in the professional preparation and development of school administrators in North America and the Commonwealth developing areas.

CRITICAL DECISIONS: THE PLANNING OF PROFESSIONAL PREPARATION AND DEVELOPMENT PROGRAM FOR SCHOOL ADMINISTRATORS

During the past decade there has been renewed interest in the topic of the training of school management personnel, both on a comparative basis (e.g. Hughes,

1974; Andrews, 1980; Elcock, 1982) and on a national basis (e.g. in Canada - Lusthaus, 1982; Holdaway, 1980; Miklos, 1981). It is not the purpose of this paper to provide an indepth review of the literature in this area. However, a number of critical decisions regarding the training of school administrators can be identified from the literature. These decisions will provide a framework within which to examine the topic of the professional preparation and development of school administration in developing areas.

1. On what basis should school administrators in developing areas be selected?
2. What type of training (i.e. content) should be provided to new and continuing school administrators in developing areas?
3. Where should school administrators in developing areas receive their training?
4. When should school administrators in developing areas receive their training?

DECISION STEP #1. ON WHAT BASIS SHOULD SCHOOL ADMINISTRATORS IN DEVELOPING AREAS BE SELECTED?

The Issue

As Andrews (1980) pointed out, there are four general basis for the identification of a pool of potential school administrators: 1) Political reasons, where administrators are selected, not on the basis of professional or educational background, but on their "adeptness in operating within the political system, and of being compatible with the goals and values of that system." 2) Professional expertise where administrators are selected not on the basis of educational expertise but on some professional expertise, possibly in another management area: 3) Educational expertise, where the pool of successful teachers becomes the source of potential administrators and 4) Educational and administrative expertise, where in addition to success as a teacher the potential administrator has had some further specialist preparation in educational administration.

Developed Areas

In Canada, Great Britain, U.S. and Australia, school administrators are almost always selected from the pool of successful teachers, though above the level of the individual school, administrators with business management backgrounds are occasionally appointed. Furthermore as Andrews (1980:275) suggested, the selection of administrators on the basis of assessed success in teaching is widespread throughout the world. The distinction between selective processes usually occurs, therefore, not on the basis of teaching experience but on the basis of specialization in the area of educational administration. In terms of Andrews' (1980) training models, the selection processes in most developed areas can be differentiated on the basis of positions on a continuum between the Generic Professional model and the Specialist Professional Model. The Specialist Professional Model is most evident in the U.S. where many Principal Certification requirements require a M.Ed. in educational administration prior to appointment as a school administrator (U.C.E.A., 1973). In most places in Canada, such specialist preparation in educational administration is not required prior to appointment, although two provinces do have principal certification policies enforced by graduate coursework and professional development requirements.

In general, it appears a most common practice to select school administrators from the ranks of successful teachers. In some locales an additional requirement is that potential administrators have some specialist preparation in educational administration. Finally, most countries (i.e. Canada, Great Britain and Australia) appear to be in various stages of moving towards the requirement for administrative specialization in addition to successful teaching (Andrews, 1980: 275).

Developing Areas

It can be reasonably concluded that, like developed areas, school administrators in most developing areas are selected from the available pool of successful teachers. The selection of educational administrators in developing areas is, however, affected by two facts.

Firstly, although few developing areas fall completely into Andrews' (1980) nonprofessional model where administrators are selected for political reasons alone, it is evident that, given a successful teaching background, political considerations may play a much larger role in the appointment of school administrators than in developed countries. One reason for this may be that in most developing areas, education is seen as playing a much more active role in the national "politicalization" process (Almond and Powell, 1966).

The second factor affecting the selection of school administrators in developed areas is that although a pool of successful classroom teachers may be available, the pool of qualified, (i.e. trained) teachers is small. For instance, in a typical small Caribbean nation perhaps only 25% of the teachers will have some formal training in education. The further issue of specialized training in educational administration is therefore often compounded by the absence of any prior specialized training in education generally.

Finally in most developing countries specialized training in educational administration is unavailable, and this precludes the requirement of such training for appointment to administration positions at the school level. It is, of course, this issue that is of major concern in this paper.

Observations

Two general observations can be made regarding the selection and training of school administrators in developing areas.

1. There appears little disagreement that some specialized training is needed for educational administration in developing areas. There is little argument therefore with Andrews (1980) contention of the desirability of the specialist concept.

2. However, it may be that both the choice and the mechanics of the training model are subject to what Andrews (1980: 276) termed the "unique expressions of the social fabric from which they arise." That is, yes, school administration in the developing areas should have some specialists training, but it is the delivery of the specialist training that is at issue.

Given some movement in developing areas towards what Andrews (1980) referred to as the specialist professional model, what is the appropriate 'substance' of this model in developing areas? The following three dilemma decisions address in more detail, issues in the delivery of specialists training in the developing context.

CRITICAL DECISION #2: WHAT TYPE OF TRAINING SHOULD BE OFFERED?

The Issue

As Lusthaus (1982:5) pointed out, the question of what specific knowledge and skills administrators should strive to learn is the most frequently discussed issue in the literature. Specifically, at issue here is the debate over whether to emphasize the practical and the technical or to emphasize the theoretical and the conceptional. Although Lusthaus was referring specifically to formal type programs, deliberations on the issue have considerable significance for all decisions regarding preparation and development programs for school administrators. The fundamental issue is the question of what training for what purpose? In order to address this question and the content dilemma, it is necessary to examine certain assumptions regarding the roles and skills for effective school administration.

Developed Areas

It would be most encouraging if there existed a clear conceptualization of the roles and concomitant skills for school administrators against which training models and content decisions, could be rationalized. Unfortunately this is not the case anywhere in the developed world. March's (1978:244) characterization of school administration as a "bus schedule with footnotes by Kierkegard" is indicitive of the varied and diversley defined role areas in which requisite skills might be defined. This metaphor suggests that school administrator roles can be placed on a continuum from the mundane and the technical to the intellectual, the abstract, and the philosophical; or as one author put it, from "shop foreman to philosopher king" (Higley, 1975). It is along this role continuum that the training program content debate is occurring in Canada, in the U.S., Great Britain and Australia.

A rationale can be found, however, in the research on what school administrators do and on what is ideally expected of them, for training programs that are directed at different purposes. School administrators in developed areas require skills and knowledge in the technical managerial area, in the human relations area and in the conceptual and analytic area, the first two primarily for 'survival' and the latter for maximizing effectiveness.

The consideration of what roles, skills and knowledge for what purpose should be basic to any decision regarding training programs for school administrators. Some discussion regarding each of these skill areas in the context of developing areas is appropriate before addressing the possible sources of these skills.

Brainards (1975: 3-4) three fields of expertise for school administration provides a convenient framework within which to address the content needs of training programs for educational administrators in developing areas. These three areas are:

1) technical skills and knowledge, 2) human relations skills and knowledge, 3) conceptual analytic skills and knowledge. These foci of school administrator training programs can be examined in the context of issues related to the study of educational administration in developing areas such as those raised by Marshall, (1982). Two questions should be addressed: 1) What is the state in developing areas regarding these three areas of skills and knowledge in educational administration? and 2) What place does the experience and practices of developed areas have in addressing skills and knowledge in these three areas in developing areas?

Developing Areas: Technical Skills and Knowledge

By technical skills and knowledge are meant the skills and knowledge necessary to maintain the operation of the school plant. Examples of

these skills might include such things as budgeting, timetabling, and basic staff and student management skills and other day to day routine operational maintenance tasks. It is, of course, recognized that any one seemingly 'mindless' task such as budgeting requires higher order conceptual skills to be done in the most effective manner. However, for the purposes of this paper, technical skills are defined as the component of the function for which there might be a recognizable "how to" statement. In Immegart's (1979) terms, these are the skills and knowledge needed to effectively deal with 'presented' type problems where the problem is clearly defined and there is an identifiable solution. In terms of the recent research on what school principals do, it appears that much of the school administrator's time is spent in dealing with such 'presented' type problems and from personal experiences the present authors might suggest that most school principals have a preoccupation with the search for 'how to' solutions.

In developing areas, it is apparent that the development of such administrative technical expertise is a high priority. Support for this observation can be found from third world authors on the subject of training for school administrators in their countries (e.g. Mascaro, 1980; Noor, 1980) and the reports and programs of aid sponsored training sessions in Africa, the Caribbean, and the Pacific (Commonwealth Secretariat, 1980). Further evidence can be found in the general literature on education and development (e.g. Simmons, 1980) and the general literature on administration (Public and Business) in developing areas. These literature areas are replete with statements to the effect that the epidemic shortage of school administrators, trained in the basic operation of school facilities, is affecting the efficiency of the

school system and ultimately acting as a barrier to development in general, and educational development specifically. Eiseman (1974:54), for instance, referred to shortages of skilled personnel as representing a deficit need in developing areas. That is, there is an immediate short-term need for school administrators with technical skills to effectively manage the school plant.

However, the most crucial issue regarding technical skills is the consideration of what kinds of technical skills and knowledge are required by school administrators in developing areas. In the developed world, there appears to be some consensus that at least, at the technical operational maintenance level, the role and tasks of school administrators are largely determined by the organizational context in which they work. Certainly from most of the recent research on what school administrators do, a clear picture of the school administrator as desiring to engage in an educational leadership role, but being enslaved by routine is beginning to emerge. Some of the theories regarding school organizations such as loose coupling (Weick, 1976) and organized anarchy (Cohen and March, 1974) are reflective of the contention that, at least at the technical level, what principals do and what skills are required are linked more to organizational needs than the educational or instructional needs. Unfortunately, we do not have much similar research in third world locations in order to suggest the nature of the technical skills required. Clearly a research mandate for researchers in educational administration in developing areas is to learn a lesson from the developed world and not wait for twenty years of research in the area to pass before they start looking at what school principals do, rather than engaging in conjecture on what principals should do. However, in the absence of such

research, what guesses can be made regarding the type of technical skills required in the developing areas? Specifically for purposes of this paper, what might affect the type of technical skills and knowledge required in commonwealth developing areas?

Colonial legacy: A first consideration is the fact that the educational system within which the educational administrators work is clearly a legacy of British colonialism. The intent here is not to address the issue in a perjorative sense (discussion regarding the relationship between education and colonialism can be read elsewhere; see for e.g. Altbach, 1971), only to emphasize that, as in the developed areas, the nature of the organizational system will impact upon the necessary technical skills and knowledge for operational maintenance. Of importance for the present discussion, therefore, is the fact that along with the transfer of educational organizational patterns from developed (Britain) to developing (colonies) areas came the transfer to school administrators of the requisite technical skills and knowledge to maintain this pattern. Decades of the transfer of technical skills has produced an interesting phenomena regarding the administration of schools in most commonwealth developing areas.

This phenomena is indicated by a comment often heard from visitors to school systems in developing areas, to the effect that the schools are "so bureaucratic" with far more of an abundance of rules and regulations than can be seen in most schools today in either Great Britain or North America. Furthermore, not only do the rules and regulations exist to a greater degree, but considerable emphasis is placed upon the enforcement of formality. Newton (1978) for instance, documented this situation in Trinidad and clearly pointed out the strict adherence to what he called the rituals of dress code, assemblies,

etc. For example, no principal in North America, that the present authors know of, is required, as they are in most Commonwealth developing areas, to keep a daily log book including such things as the time each teacher arrived and left the school, and then have the log book available for scrutiny by the district supervisory officer. One visitor to the Caribbean offered the observation that administratively, Caribbean schools are "more British than the British". Riggs (1964) noticed a similar phenomena in the area of public administration in developing areas. He suggested that where forceable attempts are made to transfer administrative practices from the developed to the developing area, something called formalism takes place. He (Riggs, 1964) defined formalism as the degree of discrepancy or congruence between the formally prescribed and effectively practiced, between norms and realities. He further suggested that the changing of techniques (e.g., rules and regulations) do not change behaviour but rather that the increased subscription to the imported techniques apparently required to raise standards, is used to cover up what is really going on in the organizational setting.

Riggs' theory explains to a certain degree the apparent preoccupation with the technical skills and knowledge for efficient school administration, It also suggests the possibility of a larger gap between what is termed the formal and the informal organization in the school setting than might be found in developed areas. This in turn might suggest the need for two distinct types of technical operation maintenance skills; those required to maintain the formal organization and those required to maintain the informal organization. All of this is, of course ,speculation and will most certainly be a fascinating area of research in educational administration in developing areas. With regard to the type of technical skills and knowledge needed for school administration in developing areas, it does suggest that skills different

from the North American context may be required and that further attempts at the pursuit of North American norms of school administration performance may only result in an increase in 'formalism'.

Environmental context: A second and related area of concern affecting the type of technical skills and knowledge relates more specifically to the context and concomitent characteristics of education in developing areas. Although there are large numbers of issues relating to education in developing areas that might impinge upon the kinds of technical skills required for operational maintenance, four contextual issues appear most salient to the present discussion.

First of all, school administrators in most Commonwealth areas are required to work in a highly centralized system, with a minimum of school level autonomy in such areas as budgeting, and staffing. The previous example of the daily log book, available for the district supervisor's examination on a regular basis is an example of the relatively (in North American terms) tight centralized control. Some would argue that in the absence of well trained school administrators such control is necessary. Whatever the reason for this centralized control, it could affect the types of technical skills and knowledge in two regards: a) it could result in an overemphasis upon adherence to formal rules and regulations (e.g., formalism) and an over concern with the area of technical skills for operational maintenence and survival and b) it could hamper the utility of approaches to operational maintenance as presently carried out by school principals in a North American setting.

A second contextual factor is the nature of the teaching population in developing areas. As the argument for tighter centralized control is rationalized on the basis of untrained administrators, similarly, having a

staff of mostly untrained teachers produces a rationalization for different kind of staff-administrator relationship. In North America, for instance, authors like Boyd and Crowson (1981) have argued that increasing teacher militancy and increased teacher professionalism (vis-avis academic qualifications) has resulted in a changing conception of the practice of school administration. The teaching population in most Commonwealth developing areas, at least in terms of militancy and training, is very much different from the teaching population in North America and therefore, following Boyd and Crowson's (1981) argument, a different conception of the image and practice of school administration in developing areas is suggested.

A third contextual issue is the search in developing nations for the type of education most suitable for development. The reader is referred to authors like Simmons (1980), for more detailed examination of the unique policy issues in education facing third world planners in the '80s. However, some of the issues in this regard are salient to the present discussion of administrative technical skills. Most salient perhaps are discussions regarding the place of formal education in the development process. Possibly as a legacy of colonialism, a very heavy emphasis is placed on formal academic education in most Commonwealth developing areas. As a result probably the most commonly used indicators of administrator (and school) effectiveness are the results of the 11 plus, O-level and A-level examinations. At the secondary level, for instance, results on the 'A' level exams could have direct bearing upon both the school's reputation and probably its funding. The constraints of this formal exam process will effect the requisite administrator technical skills. There seems very little indication, for instance, that skills for managing an open area school are of much concern to Commonwealth developing area administrators. In the context of development, however, a conflict does

arise, as research in the relationship between education and economic development has eroded the belief in the utility of formal education and has promoted movements in the direction of informal education. Different concepts of the relationship between education and development will suggest different requisite administrator skills for organizational maintenance.

The fourth and final contextual issue is the area of money. If school administrators in North America think they are operating under tight fiscal restraint, let them try running a school on an annual recurrent expenditure that is probably 5% of the typical expenditure in North America. Having no money results in a need for a unique set of technical skills usually unaddressed in developed areas. An example might be in the area of instructional materials. While school administrators in North America have to concern themselves with issues of which material to buy from which company, their third world counterparts face the situation that suitable (culturally relevant) instructional materials are unavailable, and they have no money to buy them if they were. This suggests the need for special skills in the area of the procurement of classroom instructional materials.

Development administration. A third set of observations about technical skills for administration can be drawn from over twenty years of work in the areas of administrative theory and practice in developing countries. The intent here is not to review the literature in this area. Readers are referred to Kiggundu et al (1983) and Marshall (1982) for more detailed examinations of both research in public administration in developing areas and the implications of this work for educational administration in developing areas. However, with regard to the area of technical skills for school administration in developing areas, work in this area has resulted in some very significant conclusions, especially regarding the question of the transfer of technical

skills from developed to developing areas.

First of all, there is the previously mentioned concept of formalism resulting from the 'forced' transfer of management operations and practices or as Eisemon (1974) suggested, the result of exogenously forced change. Secondly are the results of research by authors like Kiggundu et al (1983) who examined 94 articles published in the area between 1956 and 1981. Some of their conclusions were as follows:

> "Managers (in developing areas) can effectively utilize those theories and techniques whose effects can be narrowly subscribed to the organization's technical core, e.g., operating techniques, specialized training methods, and computer applications "...." In general, each time the environment is involved, the theory developed for western settings does not apply because of its contingencies that may not be valid in developing countries." (pp. 81)

The conclusions of research in this area are of obvious importance for the planners of the third world training programs who are considering the transfer of North American technical skills in educational administration to developing areas.

Observations. The following are some observations regarding the technical skills used for school administrators in developing areas.

1) The development of technical operational maintenance skills is a priority concern for the planners of preparation programs for school administrators in developing areas.

2) Research is needed in developing areas to find out, at least in a technical sense, what it is that school administrators actually do.

3) Research in developed areas (e.g., North America) on what school administrators do suggests that much of what they do at the operational maintenance level is controlled by organizational variables beyond their control.

4) Planners in training programs for developing areas will have to decide whether program activities at a technical operational maintenance level will be aimed at the existing function of school administrators or towards different functions rationalized in the context of the relationship between education and national development.

5) Research in developing areas on what school principals do is likely to uncover what Riggs (1962) referred to as 'formalism'.

6) Research in administration (public) in developing areas indicates that skills at the technical level are most easily transferred. However, such transfers should be considerably modified by institutional and environmental factors.

Developing Areas: Human Relations, Skills and Knowledge

By human relations skills and knowledge are meant those wide range of skills needed to deal with the people that school administrators come into contact with. These people include fellow administrators, teachers, students, supervisors and the general public. Many of the skills in this area are represented by what Immegart (1979) called the discovered problem situation, where although the problems exist, they do not have a clear cut or readily available solution. In Immegart's terms, skills in this area require a greater degree of creativity than do presented problems or skills in the technical area. It is, of course, recognized that basic skills in this area are necessary for what was referred to in the previous section as operational maintenance. In fact, returning once again to North American literature and research on what principals do, it is clear that a significant proportion of a school administrator's time is spent on face to face dealing-with-people type activities, albeit many of these confrontations are of short duration (Martin, 1980). Certainly if the research on principals'

professional development neess are considered, then issues related to staff and community relations are the most immediate and continuous areas of desired assistance. The situation is no different in developing areas. School administrators work with people and consequently people relating issues are a major concern. It is not necessary, therefore, to make a special case for the development of higher order human relations skills in third world school administrators. Assuming mastery of the technical and basic human relations skills necessary for efficient operation of the school facilities and necessary for their own survival, administrators in the developing world, like their counterparts in North America, seek to improve their effectiveness by improving their higher order human relations skills. Generally, school administrators everywhere seek skills and knowledge to enable them to proact and react to the behaviour of the individual in their organizational setting. At issue for the planning of training programs for educational administrators in developing areas is not whether human skills and knowledge in human relations area are needed, but given decades of research and theorizing on the organizational behaviour of individuals in public, educational and business organizations, what knowledge is of most worth? Stated another way, what is the cross national validity of research and theory in organizational behaviour?

Organizational behaviour across cultures. Fortunately, there is a considerable amount of research both in the area of public administration in developing areas and organizational behaviour/theory across cultures. Unfortunately, there is little or none in the area of educational administration. However, inasmuch as theories of organizational behaviour in educational institutions are historically based upon the research and literature on general organizational behaviour, the findings in these areas regarding developing countries

and/or other cultures should provide considerable guidance to planners of training programs for educational administrators in the human relations area.

Firstly, in the general area of development administration, Kiggundu et al (1983) and Marshall (1982) after reviews of the research and literature in this area provided some conclusions about the transfer of administrative practices from the developing areas. As indicated in the previous section on technical skills, Kiggundu et al (1983) after a review of ninety four (94) articles concluded that: "authors of articles that focussed on the technical core (organizational tasks and techniques) were most likely to find no significant problem in the use of conventional theory in developing countries" (page 66). The further conclusions are, however, of more interest to the present discussion regarding the human relations skills area. "In general, each time the environment is involved, the theory developed for western settings does not apply because it contains contingencies that may not be valid for developing countries" (page 81). In other words, given the close interdependency between the school system and its environment, western theories of management and organizational behaviour may not apply. In addition, Kiggundu et al (1983:78) identified the contextual issues of (1) culture, (2) economic system, and (3) political institutional systems in developing areas as observable environmental constraints in the application of western-based theory. These contextual issues were discussed earlier with regard to the technical skills and knowledge area. Similarly, Marshall (1982:15) concluded in his paper that "considerable support can be garnered from the body of literature and research in development/public administration for a philosophy that opposes the unfettered transfer of practices in educational administration from developed to developing areas."

The literature and research in the area of organizational functioning and behaviour across cultures addresses more directly the concerns of human relations and skills. Fortunately, for the purposes of this paper and the present authors, there have been a number of exhaustive reviews and analyses of the literature and research in this area during the past fifteen or so years. Unfortunately, however, there are as yet no clear answers. Reviews of the "cross cultural" literature have demonstrated that much of the work in this area has not evolved past the descriptive empirical and case study stage and it is for this reason that generalizing results has been difficult. Wilpert, et al (1979:1) in outlining the historical development of studies in this area pointed out that this is an emerging field, largely a result of partial integration between cross-cultural comparative field and organization theory areas, and for this reason, theoretical models and conceptual approaches, synthetic of the two areas are only now being developed. The specific details of conceptual and theoretical developments in cross cultural studies in organizational functioning are briefly discussed in the next section of the paper on conceptual/analytic skills. However, in order to provide further insights into the question of the cross cultural validity of knowledge and skills in the human relations area, two of the more common targets of training activities in this area are examined in more detail.

Maggagula (1983) attempted to answer the question "Can an effective leader move from one cultural setting go to another culture and still be effective?" After reviewing the major leadership theories and studies examining these theories in a cross cultural context, he concluded that there are cross cultural studies indicating that culture does make a difference and thus often supporting the view that an effective leader in one culture is not necessarily an effective leader in another. Hofstede

(1980:380) after an extensive study of international differences and work related values concluded simply that attempts at the transfer of leadership skills which do not take the value of the subordinate into account, have little chance of success. Since, as most cross cultural researchers in the area point out, the existing theories of leadership were developed in the North American value context then without considerable translation, it is doubtful that they would be applicable in other cultural settings and consequently in developing areas. Hofstede (1980:379) critically pointed out that "American theories of leadership have been widely exported to all parts of the world in a normative way without proviso. They have been taught to foreigners in business schools, they have been packaged into training kits and sold to companies and organizations abroad." It can be added to Hofstede's observation that they have also been presented at probably every professional development workshop in educational administration throughout the world. The research evidence in this area suggests that planners of training programs pay particular attention to the transfer of theories of educational leadership to their particular national setting.

There is probably no topic in the human relations area that has received more attention than the topic of teacher motivation and satisfaction. In fact, it would be hard to conceive of a training program for educational administrators that did not include this topic. The North American literature is certainly replete with theories of motivation in both profit and human service type organizations. In addition, teacher motivation is an example of dealing with issues where there are (at least as of yet) no 'how to' solutions. What, then, is known regarding employee motivation in a cross cultural context?

Again, although researched and observed by others, Hofstede's (1980:375-377) conclusions regarding the cross cultural validity of the popular motivation theories such as McClelland, Maslow, Herzberg and Vroom suffice for illustrative purposes in order to identify some guidelines for planners of training programs in this area. Of most relevance perhaps, are his observations regarding McClelland's achievement motivation theory, since McClelland (1964) proposed "achievement motivation training" as a possible panacea for third world development. Hofstede's conclusions in this regard are similar to those in the leadership area. Since theories like McClellands were developed in the North-American value set, there is considerable doubt about their utility in different cultural (i.e., value settings.

Generally, regarding leadership, motivation, or any of the other types of concerns in the human relations area, it is as Marshall (1982:19) observed. "The answer appears to be that cultural influences may have significant impact upon organizational and management practices, but there is no clear image what the exact impact is."

Observations. What evidence there is regarding the transfer of human relation skills and knowledge from one culture to another suggests some important things for planners of training programs for educational administrators in the human relations area.

1. The utility of knowledge in educational administration developed in a North American context is hampered by the question of whether there is sufficient useful knowledge upon which to base professional studies (Andrews, 1980:278).

2. Of all the skill areas requisite for effective school administration, the human relations are where experiences and practices from the developed world may be of least value to planners in developing areas. As Kiggundu,

et al (1983:81) suggested, the assistance may be in 'process' but not in 'content'.

Developing Areas: Conceptual and Analytic Skills and Knowledge

The skills and knowledge in this area are by their nature the most difficult to define. Perhaps one needs them to understand them. Close to the considerations in this area regarding school administrators are statements like the following: "One who aspires to a leadership status in public education requires understanding of sociological and anthropological data, political and economic data, and particularly the knowledge of the psychology of interpersonal relations." (Lane, Corwin and Monohan, 1967:25). In Immegart's (1979) terms, skills and knowledge in this area might refer to what he called 'problem creating' skills. Of little disagreement, however, is the belief that higher order conceptual, human relations skills are necessary for maximizing the effectiveness of school administrators and therefore should be of some concern to the planners of training programs for educational administrators, be they in a developed or developing area. As Andrews (1980:279) suggested "It seems likely that the unique human ability to conceptualize about experiences has greater ultimate potential than experience alone." To identify specific role areas regarding such conceptual skills is not possible, since every role, be it of a technical or basic human relations nature, is more effectively filled by increased skills and knowledge in the conceptual area. The principal's role as a teacher evaluator, for instance can, and has been described both as a technical function with formula type steps in the process and as a very complex set of skills requiring knowledge in such areas as Lane and Monohan suggested. In developing areas these complex issues are exacerbated by the requirement for knowledge in areas relevant to the unique context of developing areas. In order to delimit the present

discussion of the skills and knowledge area in developing areas, the conceptual/ analytic skills and knowledge area will be defined in a somewhat limited way as the body of theoretical knowledge related to the study and practice of educational administration. The following discussion centres around the utility of this body of knowledge for professional development and preparation programs for educational administrators in developing areas.

For the purposes of the present paper, the present authors will focus on three issues of particular relevance to training programs in the conceptual analytic skill area.

1) Theory in educational administration,

2) theory of development, and

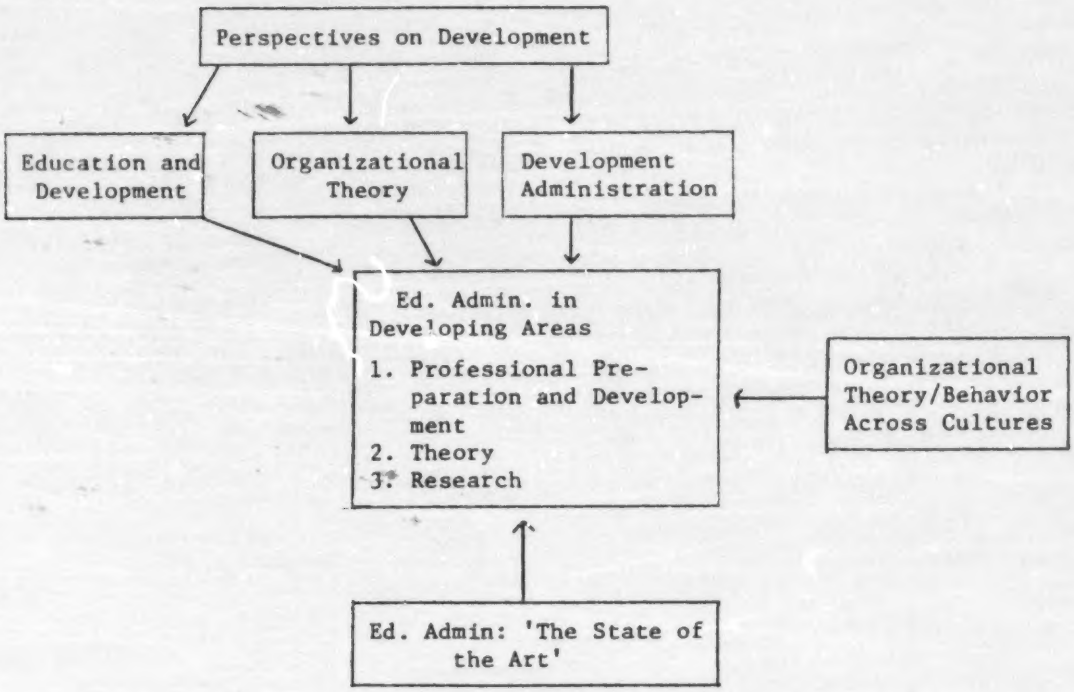
3) organizational behaviour and functioning across cultures.

Theory in educational administration. It is not the place at this paper to provide a review of the state of the art of educational administration in Canada and North America. Reviews of this nature have been most capably presented by a number of scholars over the past years and readers are referred here to such authors as Greenfield (1974, 1978, 1980), Erickson (1977, 1979) Immegart and Boyd (1979) Miklos (1982), and Boyd and Crowson (1981). Some observations regarding the state of the art are however salient for third world deliberations in the area of conceptual skills and knowledge for school administrators.

First, as a general observation, it could be suggested that there exists considerable theoretical turmoil in educational administration scholarly circles today. Beginning with Greenfield's 1974 I.I.P. paper (Greenfield, 1974) and continuing primarily in scholarly journals such as EAQ (Educational Administration Quarterly), a debate has arisen regarding 1) the contributions

FIGURE 1

Towards a Consideration of Educational Administration in Developing Areas



to the field of twenty-five years of educational research based upon a behavioral science paradigm, 2) theoretical basis for schola-ly activities in the area, and 3) the appropriate research methodologies to examine the realities of educational administration.

Secondly, the substance of much of the debate concerns what is termed a paradigm shift, (see for e.g. Bates, 1982: Griffith, 1980). That is, as Deblois (1978) suggested, there may be a significant shift occurring in the perspectives from which problems and concomitantly solutions in the area of educational administration are identified. Terminology of the debate (phenomenology--logical positivism, etc.) is not important for the present discussion. What is important is the suggestion by many authors, notably Greenfield, that the dominant social scientific paradigm has not been able to provide a useful perspective from which to view the realities of the school setting.

Thirdly, and of most interest to the present discussion, is the public origins of this debate in the area of educational administration - Greenfield's 1974 IIP paper. In all of the subsequent writings, reactions and reputations only one author identified what perhaps might have been Greenfield's predominant message.

> "Barr Greenfield's paper on Theory of Organization - A New Perspective has to be seen in the context of a presentation at IPP, 1974. He was addressing what is the most representative international gathering yet held for persons concerned with the study of educational administration and he was warning those from the less well developed countries of what he regarded as a blind alley that they might unwittingly be setting out to follow. There was a real danger, he felt, that the intervisitation program might prove to be an occasion for the further propogation of received ideas in the field of organization

> theory as applied to education when those received ideas were in his opinion highly limited in their usefulness (Bone, 1974:12)".

It is easily recognized, therefore, that there is considerable theoretical turmoil in the area of educational administration theory. As (Andrews, 1980: 277) pointed out, there are serious doubts whether the "field of knowledge" exists at all. What is of further note, however, is that as important as the existing theoretical turmoil may be for the planners of training programs for educational administrators in developed areas, it may be even more important in a developing context: planners of third world training programs looking for 'conceptual' content may find the North American cupboard quite bare.

Development theories. Of further interest in this regard to developing area planners is the existence of a very similar debate regarding theories of development. More specifically, many of the arguments in the educational administration theory area parallel conceptually if not in content, the liberation paradigm - dominant paradigm dichotomy regarding development theory. As with the debate in the area of theory in educational administration, the debate in development theories centres around discussion of a paradigm shift from what is termed the dominant perspective on development to the liberation perspective on development. Some authors, (Hochschild, 1978; Deblois, 1976) suggested, for instance, that the liberation perspective is necessary to see the real problems and concomitantly the appropriate solutions to underdevelopment.

Organizational behavior across cultures. As mentioned previously in this paper there have been a number of exhaustive reviews and analysis of the literature and research in the area of organizational behaviour and functioning across cultures in the last fifteen or so years. Specific

FIGURE 2[1]

Areas or Focuses of Potential Problems in Applying Western Management Principles to Asian Cultures

PARADIGMS

FUNCTION	Causality	Probability	Time	Self	Man-Nature
Planning		Subjective probability Sensitivity Fatalism	Sequential Long term planning		
Organizing	Definition of process variables Control mechanisms				
Staffing	Understanding of influence processes Training Selection			Subjective assessment Team consciousness	
Directing & Leading				Motivation Leadership behavior Social Responsibility	Interpersonal relations Business ethics
Control	Management information systems Feedback Budgeting		Sense of urgency Use of time		

[1]Both figures from Redding and Johns (1975)

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appears to exist. That is, 1) present literature in theory and research in educational administration suggests that there is a paradigm shift occurring and the shift has some significance for educational administration in developing areas, 2) research in organizational behaviour across cultures are applying alternate paradigms to research in public and business administration areas, and 3) third world authors in the area of development theory are rejecting the dominant paradigm in the area and are seeking a new paradigm that permits better identification of the real problems of underdevelopment. These three theoretical areas are most crucial to the consideration of a conceptual base for theory and research in educational administration in developing areas.

Observations. Although at the present time these three are perhaps unlinked corners of a theoretical triangle, a consideration of issues in these areas (and others suggested by Marshall, 1982) can suggest some issues of concern for the addressing of conceptual/analytic skills and knowledge in training programs for educational administrators in developing areas.

1) Scholars and researchers in the area of international development may be more advanced than scholars and researchers in the area of educational administration regarding the consideration of the operational implications of alternate paradigms.

2) The conceptual and analytic skills required for effective school administration in developing areas will evolve from an appreciation and analysis of at least four general knowledge areas crucial to the study of educational administration in developing areas: i) theories of development, ii) organcational development, iii) public administration in developing areas, iv) organizational functioning across cultures.

3) Research in the areas of organizational behaviour across cultures suggests that underlying value systems and administrative platforms are culturally determined.

4) The appropriate developed-world-developing world relationship regarding the development of higher order conceptual skills and knowledge is not one of a superior subordinate role but of dialogue. As Wiggins (1980:8) suggested, it is necessary to "replace the mentality of the assistance/intervention model with the transactional/interactive model."

Summary of Observations: Critical Decision #2

The following are some general observations regarding decisions on the type of training programs appropriate for educational administrators in developing areas.

1) The discussion of the three skills areas suggests that planners of training programs for school administrators in developing areas utilize with extreme caution the content of similar programs in develcped areas.

2) Skills and knowledge in the technical and operational maintenance area are most easily transferred but such transfer might have some unique side effects (e.g. formalism).

3) Skills and knowledge on the human relations area should be considered by and large untransferable. Research in several disciplines has thrown considerable doubt upon the cross national validity of theories of organizational behavior developed in a North America content.

4) There is room for a fruitful relationship between developed and developing world scholars and researchers in the conceptual/analytic skills and knowledge area. There is no issue of transfer in this area since both locations are presently in a considerable state of 'theoretical turmoil' regarding theory in educational administration. Regarding the education of third world school administrators in North America graduate programs in educational administration,

it is as Marshall (1982:21) suggested,

> "To uncritically expose Canadian students to the dominant (i.e. behavioral science paradigm) theoretical and conceptual models in educational administration is intellectually unacceptable. To do the same to students from developing areas verges on intellectual fraud."

CRITICAL DECISIONS #3 AND #4: WHERE AND WHEN SHOULD TRAINING ACTIVITIES TAKE PLACE?

The Issue

The final two dilemmas will be considered together as a final decision step -- where do administrators get the skills desired and when should they get them? It is generally accepted (Andrews, 1980; Lusthaus, 1982) that there are three sources for school administrator skills: 1) experience, 2) inservice or operating agency type programs, and 3) university graduate courses. To suggest that the skills necessary for school administration can be divided up amongst these three sources like pieces of a pie is neither realistic nor appropriate. However, it may be appropriate to consider possible foci of attention. That is, what two areas are addressed primarily by experience, what skill areas are addressed by operating agencies inservice and what skill areas are addressed by university programs in educational administration?

The Developed Areas

First, with regard to inservice, there appears to be support for the notion that inservice activities be directed towards the practical rather than the theoretical (Reid, 1977:108). This suggests a distinction between the two -- that theory is not practical -- and this may be a debatable issue. The point is, however, as Nisset and Faunce (1974:89) found in a principal needs assessment, that the "....most popularly desired training experiences were related to the general area of management skills." Others like Lutz and Feranti (1972:8) found that

> "An examination of current continuing education programs for school administrators suggest two distinct and separate content areas. One area is concerned with human relations skills needed for effective administration. The other area is concerned with management skills and expertise required to solve current administrative programs."

It could be suggested therefore that operating agency inservice activities do have a focus on the technical skills and knowledge area. Again, it is to be emphasized that this is the focus and not the only areas covered by inserive operating agency activities.

Secondly, concerning university graduate coursework in educational administration it would appear reasonable to conclude that the avowed focus of these programs is what might be termed as theoretical considerations in educational administration. Certainly there is rarely an attempt at the University level to teach operational maintenance tasks such as timetabling, budgeting, student discipline, communication skills, etc. There is considerable debate at the university level, however regarding the role of graduate work in educational administration. Some, like Cunningham (1975:5), suggest that ".... the possessing of knowledge is in itself insufficient. People need knowledge application skills." Others will argue that the place of the university is to generate new knowledge in the area and then provide the opportunity for students to acquire this knowledge. Despite the intracacies of this debate it is not unreasonable to propose that the focus of university programs is toward the development of conceptual and analytic skills.

Finally, it must be assumed that experience is a crucial source of principal skills, no matter which skill area is to be addressed. Whether it be the application of abstract knowledge or the application of management "how to's" the place of experience in the acquisition of administrative skills should be seriously considered. For instance, it could be posited that although professional development activities in university programs cannot avoid dealing with human relations and issues, skills in the human relation area are best attained through dealing with people--that is through experience. It is this

final concern in the human relations area that has led to proposals for the inclusion of clinical activity in administrator training programs (Hills, 1980). That is, directions are being sought which will combine, for instance, the experience component with the graduate training program.

In summary, in Canada at least, there appear to be some anomalies. First, although university graduate coursework in educational administration is focused primarily upon the development of higher order conceptual skills, they are usually the only formally available source of pre-service school administrator training. Secondly, in the absence of formal operating agency pre-service programs, universities are feeling some pressure to deal with at least the pragmatics of human relations concerns and to some degree with the technical managerial areas. There are several problems here. Firstly, as Andrews (1980) pointed out, people are accepted into programs of study in educational administration not because of their conceptual skills nor their leadership skills. Secondly, most professors in educational administration do not base their credibility on their experience but rather on their theoretical work. Thirdly, existing research suggests that most school administrators do not see the university as providing them with the technical managerial skills for operational maintenance. Consequently, there appears to be a certain role reversal in the source of school administration skills. Operating agency directed on-going professional development activities are usually offered after employment as a school administrator, but address technical operational issues crucial to survival and operational maintenance. On the other hand, university graduate coursework is quickly becoming a pre-service requirement although university programs are primarily concerned with the development of higher order conceptual and analytic skills most appropriate (and desired)

only after experience and only after mastery of the technical operational maintenance skills.

Developing Areas

The source of administrative skills in most developing areas is presently almost totally by experience, with only an occasional and unusual opportunity to engage in either graduate coursework in educational administration or operating agency inservice activities. In the Commonwealth Caribbean, for instance, what little coursework is available is not readily accessible to smaller island administrators. Elsewhere, the academic prerequisites for such programs eliminate many of the existing school administrators and those that do have superior academic qualifications tend to go overseas for graduate coursework in educational administration. In most developing areas at the present time an M.Ed. in educational administration is a totally unfeasible pre-selection requirement for educational administrators. Similarly, in the present authors' experiences in developing areas, operating agency inservice activities have been sporadic and most are not universally accessible. Finally, the operating agencies or inservice activities and existing graduate coursework that do exist tend to be primarily North American in both design and content.

Of crucial importance in the developing world generally, and certainly in the Caribbean where financial and other resources are scarce, is the issue of producing effective training at minimum costs and disruption to the system. For example, the Barbados government, rather than taking personnel out of the schools on a full time basis has set up in conjunction with the University of West Indies an inservice programme for school administrators. This arrangement has the merit of training a relatively large number each year with little inconvenience to individual schools and at comparatively lower costs.

Observations

Given in essence the "tabula rasa" nature of training for school administrators in most developing areas, the following are a few observations for the planning of such training programs regarding where and when.

1. Training should take place at both the preparation and ongoing development level. The need in developing areas is to rationalize an on-going program beginning with preparation flowing through the changing local professional development needs of school administrators.

2. The appropriateness of a pre-service program at the university level is in doubt. Operating agencies and inservice type activities appear to be the most appropriate source of the technical operational maintenance-type skills and knowledge requisite for the survival of new school administrators.

3. University graduate coursework in educational administration is most appropriate for the development of higher order conceptual analytic skills seen as necessary for maximizing effectiveness.

4. Universities and operating agencies both have a place in the development of clinically based programs that address skills and knowledge in the human relations area.

5. Given the general lack in developing areas of university-level programs in educational administration and the possible irrelevancy of such programs in developed countries for school administrators in developing areas, much of the planning and delivery of preparation and development activities will rest with local operating agencies.

6. Special delivery mechanisms such as those involved in distance learning should be considered.

CONCLUSIONS AND IMPLICATIONS

Implication for Practice

As suggested in the introduction to this paper, the issues on the professional preparation and development are complex and have yet to be totally resolved in any national setting. The special case of educational administration in developing areas adds to this complexity. However, the consideration of the experiences in North America and the special context of educational administration in developing areas gives rise to a number of general conclusion that might assist the planning and delivery of professional preparation and development programs for school administrators in developing areas.

Firstly, the Specialist Professional Model (Andrews, 1980) is a desirable goal for the training of school administrators, but the appropriateness of this model is contingent upon the development of indigenous content and delivery mechanisms. The implication here is that, as Kiggunda et al (1983) concluded, the process (from developed area) may be appropriate but the content (from developed areas) is not. However, even the North American "process" may be somewhat unsuitable in as much as University based graduate programs appear to be the basis of the 'specialist' training in Andrews (1980) model and, as has been suggested in this paper, university based preservice programs are not suitable to the needs of school administrators in developing areas.

A second conclusion, then, is that it is with great caution that the North American experience in the professional preparation and development of school administrators be used as a guide or model for third world planners. North American models have been developed endogenously (Eiseman, 1974) through several decades of trial and error. To import these models results in the shaping of training programs by forces exogenous to the "unique

social fabric" (Andrews, 1980) of the developing area. University programs in developing areas in educational administration should be especially cautious of the use of North American theories and models of school administration.

Thirdly, despite the previous two conclusions, the experiences and models in developed areas can be of great assistance to planners in developing areas. In many instances, for example, although the content may be inappropriate some aspects of the delivery systems are worthy of imitating. Many locations in North America have very well developed and well tested modes of inservice delivery for school administrators that are worthy of consideration by third world planners. But once again, the assistance is in the 'process' area, not the 'content' area. In addition, at the University level, planners in the third world might benefit considerably by a close look at the present location of the University in North America in the training schemata. In a comparative sense, the differences in graduate program emphasis between the U.S. and Canada (and Great Britain) might provide working examples for emulation or rejection.

As a final and more general conclusion regarding the planning of training programs for school administrators in developing areas, it should be pointed out that there is no quick formula for the development of such programs. Canada has been moving towards the specialist professional model for several decades and is still a long way from an ideal state in this regard. Planners in developing areas must realize that although they can learn much from the experiences in the developed world (if only what not to do!) it is more important that the delivery models of such programs be indigeously developed and that attempts should not be made, at either the preservice or inservice level, to uncritically import models from North America or elsewhere.

Implication for Research

Planners of training activities for school administrators in developed areas have gradually built programs based upon the accumulation of decades of research in the area of educational administration. Even after these decades of research, there is some doubt as to the worth of the accumulated knowledge for the study of the profession of educational administration. It is only in the past decade, for instance, that researchers in North America have been able to provide planners of training programs with a clearer picture of what it is that school administrators do. Research in this area has impacted upon the focus of training programs both at the University and operating agency level. One example of this impact is the increasing incorporation of clinical activities in the University based programs. Unfortunately for the planners of training programs in developing areas, similar research in the area of educational administration in developing areas is almost a complete void. A first conclusion regarding research therefore, is that without such a research base, the mandate previously suggested for indigenously based training programs is largely unattainable.

A second conclusion or observation has to do with the nature of this research. The concerns of policy makers and planners are not for generalizable results or information, but for information about their specific locales (Immegart and Boyd, 1979). What is needed, therefore, is qualatative data on the nature of school administration in specific developing locales. For instance, although the focus of this paper has been on the Commonwealth developing areas and although it has been posited that developing areas in general share some special constraints, it would never be suggested that the training needs of school administrators in Barbados would be the same as

those in Swaziland. Generally speaking, two research directions appear appropriate, both directed towards the gathering of data suitable for the requirements of policy and planning deliberation: 1) research on the preparation and development needs of school administrators in specific development locales and 2) research on what school administrators do in specific developing areas.

Again, although the substance of similar research in North America should be seen as not directly useful for third world planners and policy makers, research models utilized in these areas in North America can provide useful 'process' assistance to third world researchers. For instance, in the latter area, North American research models such as these used by researchers like Mintzberg (1973), Wolcott (1973), Martin (1980), Casey (1980) and Lortie (1975) might be appropriate for third world researchers concerned with the realities of school administration in their specific locales.

Finally, the development of a theoretical/conceptual framework to generate hypotheses and to guide research in the area of educational administration in developing areas, can be assisted by a consideration of (1) the unique socio-economic context of development in general, (2) the colonial legacy and the existing organizational structures of schooling in Commonwealth developing areas, (3) the relationship between education and development, and (4) previous and ongoing research in the areas of public administration and organizational functioning across cultures. In the context of this paper, for instance, the discussion of these issues and their relationship to three skill areas for school administration might have posited the following hypothesis:
a) at the technical skill level school administration in developing areas are "more British than the British" (Formalism), b) at the human relation level the actions of school administrators in developing areas are quite different from

say Mintzberg's description of the North American school administrator, and c) at the conceptual analytic level, mental paradigms or administrative 'platforms' are very different from those in North America and consequently approaches to activities such as long term planning are functionally different. The examination of Rigg's (1962) concept of 'Formalism' in educational administration would, for instance, make a most interesting research task.

In summary, regarding research in educational administration in developing areas, firstly it is evident that much needs to be done in order to provide information to the planners of professional preparation and development programs and secondly, there is a need to develop new theoretical and conceptual frameworks to identify the unique problems of educational administration in developing areas and consequently the appropriate solutions.

CONCLUSION

The study of educational administration in developing areas, is as of yet in an early stage of development. It is not known yet, for instance, whether efforts in this area will be any more fruitful then efforts to develop the body of knowledge that is needed to verify the general area of educational administration as a field of study. On a pragmatic level, however, it is the present authors' opinions that there is a clear need for training programs for school administrators in developing areas and that these programs must reflect a difference in substance, if not kind, from the existing approaches to the professional preparation and development of school administrators in a developed context. It is hoped that the discussion in this paper will assist planners of preparation and development programs for school administrators in developed areas in their deliberations.

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